The Florida Senate

BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Education Postsecondary

BILL:	CS/SB 1458
INTRODUCER:	Education Postsecondary Committee and Senator DiCeglie
SUBJECT:	Apprenticeship and Preapprenticeship Program Funding
DATE:	April 1, 2025
REVISED:	

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Brick	Bouck	HE	**Fav/CS**
2.			AHE	
3.			FP	

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/SB 1458 establishes requirements for partnerships between apprenticeship and preapprenticeship programs and local educational agencies (LEAs), enhances financial transparency, and expands reporting requirements for the Department of Education (DOE). Specifically, the bill:

- Expands DOE's uniform minimum standards and policies to require equitable and transparent funding arrangements between LEAs and program providers;
- Modifies the annual DOE apprenticeship and preapprenticeship report by revising the publication deadline and expanding reporting requirements related to responsibilities, costs, and administrative workload;
- Requires the DOE to create a standard model contract for use in LEA-provider partnerships, with specific provisions related to roles, responsibilities, funding, and compliance;
- Establishes funding allocation parameters for LEA-provider partnerships, including a 10 percent cap for LEAs that provide administrative support only;
- Requires the DOE to publish a funding transparency tool by July 1, 2026, with historical apprenticeship funding data searchable by source, district, and Florida College System institution; and
- Adds transparency requirements and revises timelines for meetings of the District Workforce Education Funding Steering Committee.

The bill takes effect July 1, 2025.

II. Present Situation:

Federal apprenticeship

Registered apprenticeship programs are designated as eligible training providers under the federal Workforce Innovation and Opportunity Act (WIOA),[1] the primary federal workforce development program.[2] WIOA funds may be used to support registered apprenticeships through several mechanisms:[3]

- Incumbent Worker Training, which supports training for currently employed apprentices;
- Customized Training, which pays for eligible instructional costs tailored to employer needs;
- On-the-Job Training (OJT) contracts, which reimburse employers for a portion of extraordinary training costs; and
- Individual Training Accounts, which provide funding for instruction tied to apprentice career goals.

Additional federal resources are available to support registered apprenticeship programs, including:[4]

- Federal Student Aid;
- GI Bill and other veterans education programs;
- Supplemental Nutrition Assistance Program (SNAP) Employment & Training;
- Federal Highway Administration's OJT and Supportive Services Program; and
- Eligible programs under U.S. Department of Housing and Urban Development funding.

WIOA also recognizes preapprenticeship as a form of youth work experience and prioritizes its integration into employment pathways.[5] Programs such as Job Corps and YouthBuild offer federal support for preapprenticeship through residential training, academic instruction, and hands-on construction or rehabilitation projects for disadvantaged youth.[6]

Apprenticeship in Florida

The federal government delegates authority to register apprenticeship programs to states through federally recognized State Apprenticeship Agencies.[7] In Florida, the Department of Education (DOE) serves as the state apprenticeship agency, responsible for registering programs, ensuring compliance with federal and state standards, providing technical assistance, and conducting quality assurance reviews.[8]

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[1] Workforce Innovation and Opportunity Act, 29 U.S.C. s. 3101 et seq.
[2] U.S. Department of Labor, Employment and Training Administration, *The Federal Resources Playbook for Registered Apprenticeship, available at* https://www.apprenticeship.gov/sites/default/files/playbook.pdf, at 2.
[3] U.S. Department of Labor, Employment and Training Administration, *The Federal Resources Playbook for Registered Apprenticeship, available at* https://www.apprenticeship.gov/sites/default/files/playbook.pdf, at 2.
[4] U.S. Department of Labor, Employment and Training Administration, *The Federal Resources Playbook for Registered Apprenticeship, available at* https://www.apprenticeship.gov/sites/default/files/playbook.pdf, at 2.
[5] USDOL, *US Department of Labor Announces Nationwide Effort to Prepare Students at Job Corps Centers for Registered Apprenticeship Programs* (Nov. 2022), https://www.dol.gov/newsroom/releases/eta/eta20221114-0 (last visited Mar. 26, 2025).
[6] 29 U.S.C. s. 3226(c)(2)(A).
[7] 29 C.F.R. ss. 29.1 and 29.13.
[8] 29 C.F.R. s. 29.2.

Florida law provides a statutory framework for registered apprenticeship and preapprenticeship programs, including key definitions that establish uniform standards for program design, participant eligibility, and instructional delivery. Under current law:[9]

- A preapprentice is a person age 16 or older enrolled in a registered preapprenticeship program.
- An apprentice is a person age 16 or older who is learning a skilled trade through a combination of paid, supervised OJT and related instruction, and who has signed a written agreement with a registered program sponsor.
- A registered apprenticeship sponsor may be an employer, an association of employers, or a local joint apprenticeship committee.
- A preapprenticeship program is a registered, DOE-approved course designed to prepare individuals to enter a registered apprenticeship program, and must be sponsored by such a program.
- An apprenticeship program is a DOE-registered instructional program that outlines the qualifications, recruitment, selection, employment, and training of apprentices.
- An OJT program is a structured sequence of job processes, lasting 6 to 24 months, that may be supplemented by related instruction and must be registered with DOE.
- Related technical instruction (RTI) is systematic, occupation-specific classroom or online instruction designed to complement hands-on job training.

Florida also encourages work-based learning experiences that prioritize paid opportunities, such as apprenticeship and preapprenticeship programs.[10] For the 2024–2025 fiscal year, eight industry certifications for apprenticeship and preapprenticeship certificates are included on the CAPE Industry Certification Funding List, which provides bonus funding to school districts and FCS institutions when students earn these approved credentials.[11]

Registered Apprenticeship Programs

A registered apprenticeship is a paid, work-based learning program that combines supervised OJT with RTI. In Florida, an apprentice is a person at least 16 years of age who has entered into a written agreement with a program sponsor—such as an employer, an association of employers, or a local joint apprenticeship committee—to learn a recognized skilled trade under the supervision of a qualified journey worker.[12]

Apprenticeship training must be coordinated with instruction in technical and supplementary subjects related to the occupation. All programs must be approved and registered with the DOE,[13] which sets minimum program standards and oversees implementation and compliance.[14]

[9] Section 446.021, F.S.
[10] Section 446.0915, F.S.
[11] Florida Department of Education, *CAPE Industry Certification Funding List: 2024-25, available at* https://www.fldoe.org/academics/career-adult-edu/cape-secondary/cape-industry-cert-funding-list-current.stml.
[12] Section 446.021(2), F.S.
[13] Section 446.041, F.S.
[14] Section 446.041, F.S.

During the 2023–2024 program year:[15]

- The DOE registered 32 new apprenticeship programs, bringing the total to 329 active programs;
- These programs trained 19,214 apprentices statewide;
- 2,167 apprentices completed a program and earned a DOE-issued certificate of completion;

The average exit annual salary for program completers was $57,837.

Registered Preapprenticeship Programs

A registered preapprenticeship program must be approved and registered with the DOE and sponsored by a registered apprenticeship program.[16] The DOE administers these programs in cooperation with district school boards and Florida College System (FCS) institutions.[17]

A preapprenticeship program is required to include:[18]

- Training and curriculum that aligns with the skill needs of the workforce;
- Access to educational and career counseling;
- Hands-on, meaningful learning activities that are connected to education and training activities;
- Opportunities to attain at least one industry-recognized credential; and
- A partnership with one or more registered apprenticeship programs.

In the 2023-2024 program year, the DOE registered 11 new preapprenticeship programs for a total of 68 programs training 3,230 preapprentices.[19]

Registered Programs and Public Educational Partnerships

Of the 397 registered apprenticeship and preapprenticeship programs in Florida during the 2023–2024 apprenticeship year, 45 percent partnered with a school district or FCS institution for the provision of RTI. Within this 45 percent:[20]

- 126 programs (33 percent of all registered programs) partnered exclusively with school districts;
- 31 programs (8 percent) partnered exclusively with FCS institutions; and
- 16 programs (4 percent) partnered with both school districts and FCS institutions.

[15] Florida Department of Education, *Florida's Annual Apprenticeship and Preapprenticeship Report* (2024), *available at* https://www.fldoe.org/core/fileparse.php/9904/urlt/2024ApprenticeFL-Annual.pdf, at 5.
[16] Section 446.021(5), F.S.
[17] Section 446.052, F.S.
[18] 20 C.F.R. s. 681.480.
[19] Florida Department of Education, *Florida's Annual Apprenticeship and Preapprenticeship Report* (2024), *available at* https://www.fldoe.org/core/fileparse.php/9904/urlt/2024ApprenticeFL-Annual.pdf, at 5.
[20] Florida Department of Education, *Florida's Annual Apprenticeship and Preapprenticeship Report* (2024), *available at* https://www.fldoe.org/core/fileparse.php/7729/urlt/2024ApprenticeFL-Annual.pdf, at 21.

The remaining 206 programs (55 percent) did not partner with a school district or FCS institution for RTI, but may have partnered with non-state-reporting education providers for instructional delivery.[21]

For programs that partner with a school district or FCS institution for RTI, the local educational agency (LEA)—either the district or the FCS institution—is responsible for reporting enrollment data to the Department of Education. This data is used for accountability and funding purposes and is disaggregated by trade or occupation.[22]

Apprenticeship and Preapprenticeship Program Funding

District Workforce Education Funding Steering Committee

To promote equitable funding and account for enrollment growth, the DOE is required to use a funding model developed by the District Workforce Education Funding Steering Committee to determine each district's workforce education funding needs.[23]

District Workforce Education Funding

Florida provides state funding to school district workforce education programs through the Workforce Development Fund. The DOE calculates funding based on full-time equivalent (FTE) student enrollment, using instructional hours and cost-weighting factors for each program type.[24]

For 2024–2025, district-operated apprenticeship and preapprenticeship programs receive funding according to the following methodology:

- One FTE is defined as 900 instructional hours.[25]
- RTI hours for apprenticeship programs are weighted between 1.50 and 2.50, depending on the program's classification as low, medium, or high cost.[26]
- OJT hours for apprenticeship programs are funded at a rate of 0.25 FTE per hour.[27]
- For apprenticeship programs, OJT hours are capped at a maximum of 2,000 hours per student; districts reporting more than 2,000 OJT hours for a student have their fundable hours reduced accordingly.[28]
- Weighted FTE totals are multiplied by a base cost factor of $5,139.73, then adjusted by the district's Comparable Wage Factor (CWF) to reflect local cost variations.[29]

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[21] Florida Department of Education, *Florida's Annual Apprenticeship and Preapprenticeship Report* (2024), *available at* https://www.fldoe.org/core/fileparse.php/7729/urlt/2024ApprenticeFL-Annual.pdf, at 21.
[22] Florida Department of Education, *Florida's Annual Apprenticeship and Preapprenticeship Report* (2024), *available at* https://www.fldoe.org/core/fileparse.php/7729/urlt/2024ApprenticeFL-Annual.pdf, at 21.
[23] Section 1011.80(7)(a), F.S.
[24] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 4.
[25] *Id.*
[26] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 5-6.
[27] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 6.
[28] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 5.
[29] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 6.

- Each district receives a minimum funding floor of $81,133.85, adjusted by the District Cost Differential (DCD), regardless of calculated workload.[30]

Florida College System Funding for Workforce Education

FCS institutions receive state funding for workforce education through the FCS Program Fund. This funding supports program operations, instruction, and performance-based initiatives aligned with workforce outcomes.[31]

For the 2024–2025 fiscal year, a total of $1.44 billion was appropriated to FCS institutions for operational expenses and performance incentives.[32]

Performance-based funding is awarded for FCS institutions based on metrics such as program completion rates, job placement outcomes, and graduate earnings.[33]

Florida Pathways to Career Opportunities Grant Program

The Florida Pathways to Career Opportunities Grant Program is administered by the DOE to support the establishment, expansion, and operation of apprenticeship and preapprenticeship programs.[34] Grant funds may be used for direct program costs, including:[35]

- RTI;
- Instructional equipment;
- Supplies;
- Instructional personnel;
- Student services; and
- Other expenses associated with the creation, expansion, or operation of an apprenticeship program.

Grant funds may not be used for administrative or indirect costs.[36] The DOE is responsible for soliciting proposals, making funding recommendations, and prescribing required quarterly reporting from grant recipients.[37]

For the 2024-2025 program year, the Legislature appropriated $20 Million, and reappropriated approximately $10.8 Million, for the Florida Pathways to Career Opportunities Grant Program.[38] As of January 27, 2025, the DOE has provided $16.7 Million in grants to 61 district school

[30] Florida Department of Education, *2024–25 District Workforce Education Funding Summary*, *available at* https://www.fldoe.org/core/fileparse.php/7529/urlt/2024-25-District-Workforce-Summary-FINAL.pdf, at 6.
[31] Sections 1011.80 and 1011.81, F.S.; specific appropriations 126 and 128, ch. 2024-231, Laws of Fla.
[32] Specific Appropriations 126 and 128, ch. 2024-231, Laws of Fla.
[33] Section 1011.81, F.S.
[34] Section 1011.802(1), F.S.
[35] Section 1011.802(3), F.S.
[36] Section 1011.802(3), F.S.
[37] Section 1011.802(2)-(3), F.S.
[38] Transparency Florida, *2024-2025 Operating Budget in Ledger Format*, http://www.transparencyflorida.gov/OperatingBudget/Ledger.aspx?FY=22&BE=48250800&AC=051310&Fund=1000&LI=123&OB=Y&SC=F, (last visited Mar. 26, 2025).

boards, state colleges, and registered apprenticeship programs.[39] Apprenticeship programs sponsored by an entity that is not affiliated with a district school board or state college received $11.5 Million.

Credential Alignment and High-Demand Occupations

Florida's workforce education system prioritizes alignment between career education programs and statewide or regional workforce needs. Several tools guide program funding, development, and accountability:

- The Master Credential List is maintained by the Credentials Review Committee under the Reimagining Education and Career Help (REACH) Act. It includes credentials identified as high-value based on criteria such as wage thresholds, demand, and alignment with career pathways.[40]
- The Framework of Quality establishes the criteria for including credentials on the Master Credential List. These criteria emphasize stackability, industry recognition, portability, and alignment with high-skill, high-wage, in-demand occupations.[41]
- The Labor Market Estimating Conference, in partnership with the Department of Commerce, identifies critical statewide and regional shortages and high-demand occupations that help prioritize funding for workforce education and apprenticeship programs.[42]

III. Effect of Proposed Changes:

CS/SB 1458 establishes requirements for partnerships between apprenticeship and preapprenticeship programs and local educational agencies (LEAs), enhances financial transparency, and expands reporting requirements for the Department of Education (DOE).

Uniform Minimum Standards and Policies

The bill amends s. 446.032, F.S., to add to the DOE's existing requirement to adopt uniform minimum standards and policies for registered apprenticeship and preapprenticeship programs. Specifically, the bill requires DOE's standards and policies to include provisions that:

- Allow programs to partner with LEAs and determine an equitable split of apprenticeship funding;
- Require LEAs to ensure transparency in funding partnerships by:
  - Confirming that all parties understand the total amount and allocation of apprenticeship funding;
  - Documenting the terms of the partnership in a written agreement or contract; and
  - Prohibiting LEAs from imposing additional fees or withholding funds beyond what is specified in the agreement, unless explicitly outlined.

[39] Florida Department of Education, *Pathways to Career Opportunities Grant Program*, PCOG Prioritized Funding List (Statewide Competition), https://www.fldoe.org/file/18794/2091876759.pdf. (last visited Mar. 26, 2025).
[40] Section 445.004(4)(h), F.S.
[41] Section 445.004(4)(b), F.S.
[42] Section 216.136(7), F.S.

Annual Apprenticeship and Preapprenticeship Report

The bill modifies the required contents of the DOE's annual apprenticeship and preapprenticeship report by expanding existing reporting elements related to local educational LEA expenditures. Specifically, the bill:

- Shifts the deadline for publication of the report from September 1 to November 30.
- Expands the expenditure summary to include both the LEA's and the apprenticeship or preapprenticeship program's responsibilities and costs.
- Adds to the requirement for reporting allocations by training provider, program, and occupation to also include the total funds "received."
- Adds to the reporting of administrative costs a requirement to include the total number of personnel hours required to administer each apprenticeship and preapprenticeship program.

Standard Model Contract for LEAs and Apprenticeship or Preapprenticeship Programs

The bill requires the DOE to develop a standard model contract template to be used by LEAs and apprenticeship or preapprenticeship programs. The bill specifies the minimum required elements of the contract template, which must include:

- Identification of the parties to the contract;
- Duration of the contract;
- Funds paid or received under the contract;
- Assignment of responsibilities between the parties, including:
  - Which party is responsible for providing equipment, related technical instruction, and on-the-job training;
  - Which party is responsible for hiring and evaluating instructors; and
  - Which party is responsible for administrative support, including reporting requirements;
- A requirement for both parties to comply with applicable federal and state laws and insurance requirements;
- Execution of the contract.

The bill establishes parameters partnership agreements between LEAs and apprenticeship or preapprenticeship program providers. Specifically, the bill:

- Requires each partnership agreement between an LEA and apprenticeship or preapprenticeship program provider to:
  - Define the respective roles of each party; and
  - Establish how the funding will be divided, based on the responsibilities assigned in the agreement.
- Limits the LEA's share of funding to 10 percent if the LEA does not provide classroom space, related technical instruction, or on-the-job training services, meaning the role is administrative only.
- Requires the funding allocation to be proportional to responsibilities when the LEA and provider share duties related to administrative support, classroom space, related technical instruction, or on-the-job training.

Apprenticeship and Preapprenticeship Funding Transparency Tool

The bill requires the DOE to develop an apprenticeship and preapprenticeship funding transparency tool by July 1, 2026. The bill requires that:

- The tool display historical funding amounts provided to school district and Florida College System (FCS) institution apprenticeship and preapprenticeship programs;
- The data include funds from workforce development appropriations and other legislative appropriations;
- The tool is published on the DOE website; and
- Users are able to search the data by:
  - Source of funds;
  - School district; or
  - FCS institution;
- The tool include funding data for the preceding 3 fiscal years.

District Workforce Education Funding Steering Committee Meetings

The bill amends s. 1011.80(7)(b), F.S., to revise procedures and deadlines related to meetings of the District Workforce Education Funding Steering Committee. Specifically, the bill:

- Requires that any meeting of the committee held to take action or recommend workload for the workforce education funding model must:
  - Be publicly noticed at least 7 days in advance;
  - Be open to the public;
  - Provide a reasonable opportunity for public comment;
  - Include publication and distribution of all workpapers at the time of notice; and
  - Allow the meeting to be held using communications media technology, defined to include telephone, video, or other platforms that allow all participants to audibly communicate.
- Revises the deadline by which the steering committee must recommend a funding methodology to the Commissioner of Education—changing it from no later than March 1 to no less than 2 months before the start of the regular session of the Legislature.

The bill takes effect July 1, 2025.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

None.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 446.032 and 1011.80.

IX. Additional Information:

A. Committee Substitute – Statement of Substantial Changes:
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Education Postsecondary on March 31, 2025:

- Authorizes apprenticeship and preapprenticeship programs to partner with local educational agencies (LEAs) and determine an equitable funding split through a documented agreement;
- Prohibits LEAs from imposing additional fees or withholding funds beyond the agreed-upon amount unless explicitly outlined in the agreement;
- Requires the Department of Education (DOE) to adopt rules to administer minimum standards and policies and to publish an expanded annual report by September 1 each

year with detailed financial, enrollment, performance, and outcome data by program and provider;

- Requires DOE to develop a standard model contract template to be used between LEAs and apprenticeship/preapprenticeship providers, with defined roles and funding terms;
- Caps administrative funding at 10% for LEAs that do not provide classroom space, related technical instruction, or on-the-job training services;
- Requires DOE to publish a funding transparency tool by July 1, 2026, showing historical funding allocations for apprenticeship and preapprenticeship programs.
- Expands transparency and public access requirements for meetings of the District Workforce Education Funding Steering Committee;
- Requires all related workpapers to be published with the meeting notice and provide a reasonable opportunity for public comment;
- Requires the funding model used by DOE to be submitted to the Legislature at least two months prior to the regular session.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.